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ABSTRACT

The product of a Bureau of Indian Affairs (BIA) workshop (1968) on American Indian community involvement in educational programs, this handbook is designed to aid local school board members in assuming educational leadership roles. The following topics are covered: (1) the beginnings of an educational program (philosophy, policy, and educational objectives); (2) the legal framework (BIA requirements for advisory school boards and councils and contracting school boards and state school codes); (3) financing the educational program (in BIA schools via regular appropriations and the Elementary Secondary Education Act and in public schools via regular sources, the U.S. Office of Education, the Johnson O'Malley Act, and other sources); (4) BIA school boards and councils (authorization, responsibility, and implementation of advisory school boards and councils and contracting school boards); (5) the public school board (authorization, responsibility, and implementation); (6) planning the work (meeting schedules, quorums, agendas, meeting minutes, committees, board and council actions and meetings); (7) working the plan (selecting a chief school officer, professional implementation, cooperating agencies, school-community relations); (8) evaluation and follow-up procedures. Guidelines, a sample code of ethics, a sample meeting, recommendations for BIA board member selection, etc. are appended. (JC)

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BIA
SCHOOL BOARD
HANDBOOK

A GUIDE FOR COMMUNITY INVOLVEMENT IN

EDUCATIONAL PROGRAMS

"TO HELP MAKE THE INDIAN SCHOOL

A VITAL PART OF THE INDIAN COMMUNITY."

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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BIA SCHOOL BOARD HANDBOOK

Written For

THE BUREAU OF INDIAN AFFAIRS

CONTRACT NO. M00C14200391

by

EDUCATIONAL CONSULTANT SERVICES, INC.

ALBUQUERQUE, NEW MEXICO

July 12, 1968

PREFACE

Education of children is one of the first concerns of all who care for individual development, for progress, for the preservation of the cultural heritage, for the nourishment of diversity and the democratic processes, and for the preservation and improvement of the American way of life.

There is now a growing recognition of the necessity for responsible local school boards in any community which supports an educational program. Further, it is generally recognized that a vital educational program requires local school boards to assume a dynamic leadership role.

On March 6, 1968, in a message to the House of Representatives, President Lyndon B. Johnson stated, "To help make the Indian School a vital part of the Indian community, I am directing the Secretary of the Interior to establish Indian school boards for Federal Indian schools. School board members--selected by their communities--will receive whatever training is necessary to enable them to carry out their responsibilities."

To implement this commitment to the Indian people, the Bureau of Indian Affairs, through the United Pueblos Agency, contracted with Educational Consultant Services, Inc. for school board training and for writing a handbook to serve as a guide for community involvement in educational programs.

The chairman of the All-Indian Pueblo Council, Mr. Domingo Montoya, members of the Education Committee of that council, Mr. Joe Sando, Mr. Esquipula Chavez, Mr. James Singer, Mr. Mateo Aragon, Mr. Edward Sanchez, Mr. James Hena, and the United Pueblos Agency Director of Schools, Mr. Clayton Barker, were advisors in planning a training workshop. School board members of the Indian communities in the United Pueblos Agency assembled at the University of New Mexico during the week of June 24-28, 1968, and there participated in the first BIA School Board Workshop.

The primary structure of the handbook was provided by the BIA under a tentative outline which was a product of Project TRIBE. Also, much of the content is taken from this outline, a copy of which is included (Appendix A).

The workshop was designed in such a way that content of the handbook was developed by participants.

Material prepared by Edgar Wight, Director of the BIA Instructional Service Center, presenting bases upon which school board training may be developed, was used extensively in preparing workshop materials.

The purpose of this handbook is to help make the Indian school a vital part of the Indian community by way of helping local school board members become educational leaders. It should be recognized that this publication is useful only as a guide to board members and to tribal councils as they participate in formulating the educational program in their communities. Much of this must be considered tentative and as experience in BIA School Board operations is gained, the handbook should be revised.

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CHAPTER I

THE BEGINNINGS OF AN EDUCATIONAL PROGRAM

PHILOSOPHY

The best educational program for children in any community will never come about if actions are taken and decisions made only on the basis of "day to day" matters rather than upon the basis of a well-considered philosophy of education.

A philosophy represents fundamental beliefs and school board members should state these beliefs, as they may affect an educational program, write them down, and let these be the very foundation upon which they base their actions.

The guidance of a locally developed philosophy of education is very helpful when a board begins to develop its educational objectives, policies, rules and regulations.

The statement of Beliefs and Policies of the National School Boards Association (Appendix D) represents a general philosophy of education.

EDUCATIONAL OBJECTIVES

The man who leaves for a journey without knowing where he is going is likely to end up some place that doesn't please him at all. An educational leader who makes decisions without knowing the purpose or the direction of the schools is likely to have no reason to be pleased by what or how much the students learn.

Using the philosophy for a guide, a school board should decide what the short range and the long range goals of the educational program should be. They should write these down so they can refer to them from time to time.

Educational objectives should not be stated as glittering generalities or as grand sounding abstractions. Objectives should state, for example, what achievement in oral communication is expected in one year, in two years, or in five years. Objectives should always be considered along with the possibilities of evaluating them. It is of little use to try to establish an objective unless there is some way to show whether or not it is reached.

The following questions may be some which could be asked as objectives are being developed:

What should be the purpose of the schools:

To teach basic skills?

Reading?

Writing?

Arithmetic?

Oral Communication?

To prepare people for vocations?

To provide occupational information?

To train in specifid jobs?

To provide training in citizenship?

To acquaint youngsters with how national, state, and tribal governments work?

To reinforce moral values?

To retain the cultural heritage?

To train in problem solving?

To teach inquiry and discovery?

To reinforce individuality?

POLICY

After a philosophy and objectives are well defined, a school board may go on to writing policy, which, in a sense, becomes the written constitution of a board. However, it should never be thought of as the final product. Policies should be modified and changed as needs and conditions change, according to the best thinking of the board. There should be a statement in the policy requiring periodic review of all the policies to make sure that they are in keeping with the best practices.

A policy is a statement of principle which the board agrees should apply to the solution of problems of a similar nature.

Without written policies as guides, much time is wasted in going over problems which are related or even identical. A board may make a decision which actually contradicts one made earlier if it does not have written policy as reference. This would be unfair and no one would have the security of knowing what may be expected.

Policies should be developed by board members in consultation with those who carry them out or are affected by them. It would be most helpful for the board to have the suggestions of the school administrators, the school staff, other community leaders, and of community groups. Wide participation in the formulation of policy is desirable but it should be compatible with philosophy and objectives, and should be thoroughly acceptable by the board.

An official set of written board policies is frequently referred to as the Rules and Regulations of the Board.

Briefly, written policies of a school board would relate to such matters as:

Legal status, function, organization and ethical conduct of the school board (a sample code of ethics is included in Appendix C)

Selection, retention, and duties of the chief school officer
The instructional program
Food services
Budgeting, accounting, auditing and management of school property
Transportation
Professional staff personnel
Non-professional staff personnel
Pupil personnel
Public relations

School board policies should not include details of school management, as this is the responsibility of the chief school officer.

CHAPTER 2

THE LEGAL FRAMEWORK

Any school governing board or advisory council is a public body and is, therefore, governed by law and by rules and regulations which the body adopts. Each board and council member must become acquainted with legal requirements, rules and regulations which affect the operation of schools. Members cannot be expected to have a complete knowledge of all legal matters but they must have an understanding of the basic provisions of school law. When specific problems arise which need legal interpretations, these should be referred to a legal advisor.

State legislatures delegate to local school boards legal powers and these powers are usually specified in a School Code or Education Code. Other codes include rules and regulations for state agencies, such as state departments of education, which are usually delegated broad rule-making powers by the legislature.

BIA REQUIREMENTS

The legal power to establish and operate BIA schools is vested in the Commissioner of Indian Affairs. The Commissioner will authorize BIA school boards to exercise some of these powers in his behalf. A BIA school complys with school laws, rules, and regulations of the state in which it operates unless these are superseded by federal laws, rules, and regulations.

Advisory School Board

Advisory school boards have no legal power other than that granted them by the Commissioner of Indian Affairs. By virtue of the appointment to the board, members are, as a body, authorized to advise the local chief school officer on the instructional program, on personnel, on school finance, on pupil services, on school-community relations, etc.

Advisory school boards, after they have been appropriately elected, or otherwise appointed, should organize themselves with a presiding officer, an alternate presiding officer, and a recorder and should conduct meetings in a businesslike manner such as by Roberts Rules of Order or Sturgis Standard Code of Parliamentary Procedure.

All board meetings should be open to the public, except when held to consider recommendations on employment or dismissal of a school employee,

or to hear complaints or charges brought against a school employee at which time a closed session may be called. Individual citizens should be permitted and encouraged to address the board on educational matters.

Records of all board meetings should be kept.

A quorum should be present at meetings before any business is conducted. A majority of the quorum should be required in any board decision.

Provisions should be made for order by replacement of an incompetent advisory board member and provisions should be made for filling unexpected vacancies.

Attendance at board meetings by each board member should be required unless there is a legitimate excuse for absence.

Funds should be allocated to pay for membership in appropriate educational organizations and to pay expenses of attendance at appropriate educational meetings, other than scheduled board meetings.

Advisory school boards should acquaint themselves with civil service and other requirements for employment in BIA schools.

The community should be encouraged to make appropriate use of school facilities after school hours.

Members of advisory school boards should become generally acquainted with the school code of their state, as the BIA school with which they are concerned is also subject, in many respects, to the state law.

Advisory Council

Advisory councils have no legal power in connection with their relationship to the public school serving their community, other than that granted them by that public school board and approved by the establishing community agency (such as the tribal council).

Advisory councils should acquaint themselves with requirements in state school codes, such as are listed under the heading State School Codes which follows.

These councils should thoroughly explore every means of legal community involvement in the affairs of the public school which serves their community. This should include the election of a truly representative public school board.

The council should organize itself with a presiding officer, alternate presiding officer, and a recorder. It should conduct meetings efficiently as by Roberts Rules of Order or Sturgis Standard Code of Parliamentary Procedure. Meetings should be open to the public.

Contracting school Board

Contracting school boards have legal power, granted them by the Commissioner of Indian Affairs, according to a contract specifying these powers. The contract meets the same purpose as does a state school code. Enforcement of the terms of the contract is accomplished through state and federal law according to obligations spelled out in the contract.

A local Indian unit may contract for any part or all of the educational program in their community. This may include adult evening classes. By the contract the local unit may be operating essentially as the public school board operates, with the BIA serving the same purpose as does the state legislature, and Area and Agency education officers serving the same purpose as the state implementing and regulating agencies.

The main responsibilities of contracting school boards may be said to include the following, according to how much of the educational program is contracted:

To operate local schools in a systematic, businesslike way.

To plan and implement a proper program of instruction.

To employ personnel, consistent with civil service requirements, sufficient to conduct the affairs of the school.

To plan and supervise the financial operation of the schools (within the regular BIA allocations supplemented by other sources such as tribal funds, OEO funds, etc.).

To make provision for sites, buildings, equipment, supplies, etc.

To keep the community informed of school operations.

To study and evaluate all aspects of the educational program.

To accept responsibility for leadership in the educational affairs of the community.

Contracting school boards should organize themselves with a presiding officer, an alternate presiding officer, and a recorder, and should conduct meetings efficiently, as by Roberts Rules of Order or Sturgis Standard Code of Parliamentary Procedure.

All board members should be notified, well in advance, of all board meetings.

All board meetings should be open to the public, except when held to consider employment or dismissal of an employee, or to hear complaints or charges brought against an employee, at which time a closed session may be called.

Individual citizens should be entitled to be heard by the board when they address it appropriately.

Complete records of all school board meetings should be kept.

A quorum should be required at any board meeting to conduct business, and decisions should be made by a majority of the quorum.

Provisions should be made for the orderly replacement of an incompetent contracting school board member and provisions should be made for filling unexpected vacancies.

Attendance at board meetings by each board member should be required unless there is a legitimate excuse for absence.

Funds should be allocated to pay for membership in appropriate educational organizations and to pay expenses of attendance at appropriate educational meetings, other than scheduled board meetings.

The contracting school board should see to the employment of a chief school officer, with proper civil service credentials, and in cooperation with this officer, see to the employment of all the teaching and non-teaching staff, consistent with civil service requirements.

The board should establish, consistent with civil service regulations, policies relating to tenure, dismissal, sick leave, etc.

It should be understood that individual board members have no legal power whatever, but have authorization to act for the Commissioner only when meeting as a body. Similarly, they have no individual liability for any board action.

The community should be encouraged, by the contracting school board, to make appropriate use of school facilities either before or after school hours.

Members of contracting school boards should become generally acquainted with the school code of their state, as the BIA school with which they are concerned is also subject, in many respects, to the state law.

For example, the board should be aware of what their state requires in the way of attendance, as compared to the regulation their Tribal government has adopted. Most Tribal governments require attendance at school until the age of 18 while most states require attendance until the age of 16 or 17.

Consideration may be given to the enforcement of the attendance requirement.

As with public schools, BIA specifies a minimum number of instructional days at 180, and a minimum school day of 6 hours.

STATE SCHOOL CODES

State school codes indicate that the basic authority for the operation of local schools belongs to the state legislatures. Powers of local public school boards are delegated and only specifically delegated powers may be exercised.

State codes also provide for state agencies which implement and regulate the educational program in the state.

State education agencies establish and enforce rules and regulations, adopt minimum educational standards, adopt textbooks, prescribe courses of study, certify teachers, provide financial services, and furnish many other specialized services.

Legal opinion for local school districts is given by state, county, or district attorneys. In many cases the school district retains its own attorney.

The main responsibilities of public school boards, to satisfy requirements of the law, may be said to include the following:

To operate local schools in a systematic businesslike way.

To plan and implement a proper program of instruction.

To employ personnel sufficient to conduct the affairs of the schools.

To plan and supervise the financial operation of the schools.

To enter into contracts for the provision of sites, buildings, equipment, supplies, etc.

To keep the community informed of school operations.

To study and evaluate all aspects of the educational program.

To conduct elections as required and permitted by law.

To accept responsibility for leadership in the educational affairs of the community.

Public school boards must organize themselves with certain officers and must conduct meetings efficiently as by Roberts Rules of Order or Sturgis Standard Code of Parliamentary Procedure.

All board members must be notified, well in advance, of all board meetings.

All board meetings must be open to the public, except when held to consider employment or dismissal of a public employee, or to hear complaints or charges brought against an employee, at which time a closed session may be called.

Individual citizens are entitled to be heard by the board when their address is presented appropriately.

Records of school board meetings are required, by law, to be kept.

Business can be conducted in a board meeting by a quorum and decisions can be made by a majority of the quorum.

In most states, provisions are made for the recall of a public school board member. If unexpected vacancies occur the board or a state agency usually appoints a successor.

Attendance at board meetings by each board member is required unless there is a legitimate excuse for absence.

Public school board members are not paid but they are entitled to use district funds to pay for membership in certain organizations and to pay expenses for attendance at certain educational meetings.

Adult evening classes may be conducted under the direction of the local board, according to most school codes.

The board must see to employment of a chief school administrator, properly certified, and in cooperation with this administrator, see to employment of all teaching and non-teaching staff, requiring certain certification and qualification.

The local board must establish, consistent with state law, policies relating to tenure, dismissal, sick leave, etc.

Individual board members have no legal power whatever, but have authorization to act for the state only when meeting as a body. Similarly, they have no individual liability for any board action.

The community is, in most cases, entitled to use of school facilities.

All types of school elections in local public school districts are prescribed by law, in terms of qualifications of candidates, bond issue requirements, etc.

Most states have what is often referred to as a compulsory attendance law stating that children must attend school until they reach the age of 16 years or 17 years or until they graduate from the eighth grade. This is enforced by the school district and other state agencies.

Legal requirements state that local school boards must provide a minimum number of instructional days (usually 180) and that the school day be at least 6 hours long.

CHAPTER 3

FINANCING THE EDUCATIONAL PROGRAM

The educational program cannot be implemented without adequate financial support. Few communities, if any, have sufficient financial resources to provide an ideal educational program along with all other important community services. It is necessary to obtain additional resources from county, state, and federal agencies.

Advisory school boards and advisory councils will have no direct involvement with fund allocations, but they should acquaint themselves with the financing of the schools with which they are concerned so that they may offer informed recommendations.

Contracting school boards and public school boards are directly involved in formulating budgets and in making expenditures.

IN BIA SCHOOLS

Funds for the operation of BIA schools come from direct congressional appropriations and from Elementary and Secondary Education Act appropriations through the U. S. Office of Education.

Regular Appropriations

The process of allocating funds for the regular operation of BIA schools is referred to as the Planning, Programming, and Budgeting System. Requests are made for a specific appropriation for a specific school operation in advance of the fiscal year in which the allocation will be needed. These are submitted, through channels, to the BIA budget people in Washington where all requests are consolidated. The consolidated requests are submitted, through channels, to Congress for funding of BIA schools on a Bureau-wide basis. When Congress approves an overall education appropriation for the BIA it is distributed, through channels, for operation of certain educational programs in certain locations.

Ordinarily, contracting school boards will operate within the regular Area Office funding for the school or schools under their contract. This may be supplemented from such other sources as the tribal organization may arrange.

BIA will fund on the approximate per capita basis available to other BIA schools at the same or similar grade levels in the same area plus a reasonable additional amount for specific costs unique to the administrative costs created by the organization itself.

Requirements for major funding increases as a result of a contract will be contingent upon budgeting allotments and will be negotiated at contract time.

ESEA

The Elementary and Secondary Education Act, which provides supplementary funds for the education of economically deprived children, has been extended to children in BIA schools. This funding is based upon Agency or Area-wide projects; therefore, BIA school boards and advisory councils would have only an indirect concern with expenditures from this source. They should, however, acquaint themselves with the purposes and accomplishments of these projects.

IN PUBLIC SCHOOLS

The local public school depends upon many sources for its funding.

Regular Sources

When an educational program is decided upon, a budget is prepared to finance it. The chief school officer usually prepares the budget and submits it to the board. A school board should carefully consider its obligation to view finances in relation to the entire educational process and program.

School boards should be alert to possibilities of every source of revenue.

A large part of the budget must be financed by direct taxes on property within the district.

Other sources are county, and state agencies, and increasingly, the federal government.

Through U. S. Office of Education

Under PL 874, the federal government gives assistance for maintenance and operations to public schools which are in federally affected areas. A school receiving these funds would have enrolled a certain number of children whose parents reside on federal property or are employed by the federal government.

PL 815 provides financial assistance for construction of school buildings in areas where there are significant federal activities.

Matching funds are provided by the federal government under PL 864 for equipment and materials used by schools in science, guidance, and other programs.

A significant source of funds for the public schools is the Elementary and Secondary Education Act. A school system designs a project representing an innovative approach to problems in the education of economically deprived children, and if approved by the state agency, it is funded through the U. S. Office of Education.

Johnson O'Malley

Johnson O'Malley funds are for the purpose of providing needed, special services for Indian children when resources for these services are not available in the regular public school program.

These funds may provide services such as special texts, special teachers, hot lunches, field trips, tutors, and transportation.

To be eligible to receive these services, a child must be 1/4 degree Indian, his parents must reside on tax-free land and be unable to pay for special services.

Requests are made by public school districts for Johnson O'Malley funds, on the basis of their entitlement, to BIA directly or through their state agency. These requests are processed through regular budgetary channels.

Public school districts receiving Johnson O'Malley funds are required to report on services provided to eligible Indian children.

Other

Occasionally BIA will make special contracts with public school boards whereby certain services are provided for specific Indian school children.

CHAPTER 4

BIA SCHOOL BOARDS AND ADVISORY COUNCILS

ADVISORY SCHOOL BOARD

The advisory school board acts only in an advisory capacity.

Authorization

The authority to approve the establishment of advisory school boards and to provide necessary training for such groups is vested in the Commissioner of Indian Affairs or his delegated representative.

A tribal group wishing to establish an advisory school board will submit a proposal, through channels, to its Assistant Area Director (Education). This proposal shall contain the following general information:

Date
Tribal Group
Area, Agency
School(s), Location(s)
Statement of Objectives

The proposal shall answer these questions:

How many members shall be on the advisory school board?
What will be the organization of the board?
What qualifications must a school board member meet?
How will school board members be selected?
What voting procedures will be used?
What will be the term of office of a school board member?
How will officers of the board be elected?
How will vacancies be filled?
When will meetings be scheduled and how will they be conducted?

The authorization will be granted if the proposal is consistent with criteria stated as follows in the BIA School Board Guidelines:

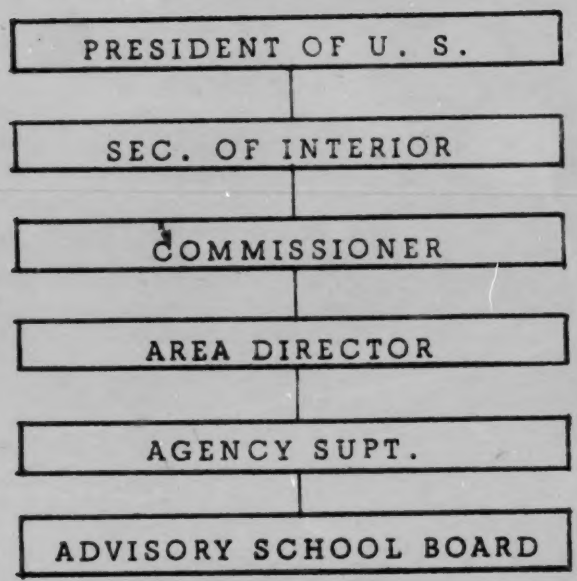

Figure 1. Authorization Line for Advisory School Board

A. A system must be set up in terms of the American democratic ideology, i. e., "The basic covenants of this nation are based upon the premise of the entitlement of each individual to share in the decision making and the abiding by decisions, in the development of those social and political institutions which shape and determine his personal welfare and social well being."

B. A system which will provide the local Indian parents with a maximum opportunity for self-involvement in the education of their children.

C. A system structured within the legal framework within which the BIA must operate.

D. A system which will help develop a high quality education program for all Indian children and youth for whom the local school board is responsible.

E. A system which will clearly define the functions of the BIA and the local school board.

F. A system which will be clear and concise concerning the way it is to begin and the way it is to operate.

G. A system which will indicate time factors when they are pertinent.

H. A system which shows evidence of majority support of the tribal group involved (not just a tribal council decision).

I. A system which will define the school district (geographic area) for which the local school board is responsible.

J. A system which makes adequate provision for the protection and preservation of government property subject to normal wear and tear.

K. A system which will insure that all the rights of employees will be protected.

L. A system which will permit an orderly transfer of Indian education to the State, when there is mutual readiness and willingness for such transfer.

Responsibility

The advisory school board should begin by developing its philosophy, its objectives, and its operating policies.

It is the responsibility, of a duly elected or appointed school board, to provide dynamic leadership to the total educational program of a community.

Schools exist for the purpose of teaching children. It is the responsibility of the advisory school board to encourage the use of all available resources for the purpose of teaching children.

The classroom is the heart of the instructional program and what goes on there should be of primary interest to a school board. In large measure, any board depends upon school administrators and teachers to develop educational offerings, but the board is responsible to review the instructional program to see if it is progressing toward well-founded objectives. The curriculum should not be thought of as unchangeable. It should be modified, when necessary, to meet the demands of the time.

Board members must keep informed of new developments and of ways to improve educational opportunities within the school system.

Educational objectives are achieved through the efforts of the professional workers in the schools. The advisory school board has the responsibility of becoming acquainted with professional qualifications and with acceptable personnel practices, school housing problems, and may recommend correction of certain matters within the limits of available resources.

School board members are representatives of the people. They have the responsibility to keep the people of the school district informed about the work. An informed public can give valuable help in solving problems of education.

It is the responsibility of a school board to request an appraisal or evaluation of the progress of the instructional program toward its objectives, and to report this to all concerned. The chief school officer usually handles all the details of evaluation.

Implementation

In accordance with the Bureau of Indian Affairs commitment, school board training should be obtained at the earliest possible date.

An advisory school board shall perform these functions:

1. Assist the superintendent or chief school administrator in establishing the best possible school program and organization for Indian children in their respective districts. This refers to review and evaluation of curriculum, the instructional program, personnel, feeding, building, and transportation programs, and supporting services.

2. Act in a liaison capacity between the community and school, and reflect the opinions of residents of the community toward education problems.

3. Make recommendations concerning improvements in the local education program.

4. Cooperate with BIA and other school officials in solving problems of mutual concern in the local school district.

5. Keep the residents of the local school district informed about important school problems and activities.

6. Work with parents to encourage their children to attend school regularly.

7. Visit the school to become acquainted with the school program.

8. Encourage school patrons to become active in community school organizations such as PTA and PTO, other citizens' committees, and special ad hoc committees.

9. Be responsible for helping develop capable Indian leadership in the community to meet local educational problems.

10. Perform other necessary, related duties.

11. Learn about the budgetary process and get some idea of school operational costs.

ADVISORY COUNCIL

Tribal groups with large numbers of Indian pupils in public schools may wish to establish advisory councils to deal with matters relating to the education of Indian children.

Authorization

The authorization for advisory councils would first come from some agency of the community (tribal council, education committee, parent organization, etc.) and then it may have certain responsibilities delegated to it by the public school board with which it serves.

It would be essential to correlate activities of advisory councils with the educational program of the Bureau of Indian Affairs. Therefore, recognition of a council should be obtained from BIA by submitting, through channels to its Assistant Area Director (Education), the following information:

Date
Tribal Group
Area Agency
School(s), Location(s)
Statement of Objectives

The advisory council should have a written plan of organization. The request for recognition should answer these questions:

How many members shall be on the advisory council?
What will be the organization of the council?
What qualifications must a council member meet?
How will council members be selected?
What voting procedures will be used?
What will be the term of office of a council member?
How will officers of the council be elected?
How will vacancies be filled?
When will meetings be scheduled and how will they be conducted (other than public school board meetings)?

The request should be consistent with criteria stated as follows in the BIA School Board Guidelines:

A. A system must be set up in terms of the American democratic ideology, i.e., "The basic covenants of this nation are based upon the premise of the entitlement of each individual to share in the decision making, and the abiding by decisions, in the development of those social and political institutions which shape and determine his personal welfare and social well being."

B. A system which will provide the local Indian parents with a maximum opportunity for self-involvement in the education of their children.

C. A system structured within the legal framework within which the BIA must operate.

D. A system which will help develop a high quality education program for all Indian children and youth for whom the local school board is responsible.

E. A system which will clearly define the functions of the BIA and the local school board.

F. A system which will be clear and concise concerning the way it is to begin and the way it is to operate.

G. A system which will indicate time factors when they are pertinent.

H. A system which shows evidence of majority support of the tribal group involved (not just a tribal council decision).

I. A system which will define the school district (geographic area) for which the local school board is responsible.

J. A system which makes adequate provision for the protection and preservation of government property subject to normal wear and tear.

K. A system which will insure that all the rights of employees will be protected.

L. A system which will permit an orderly transfer of Indian education to the State, when there is mutual readiness and willingness for such transfer.

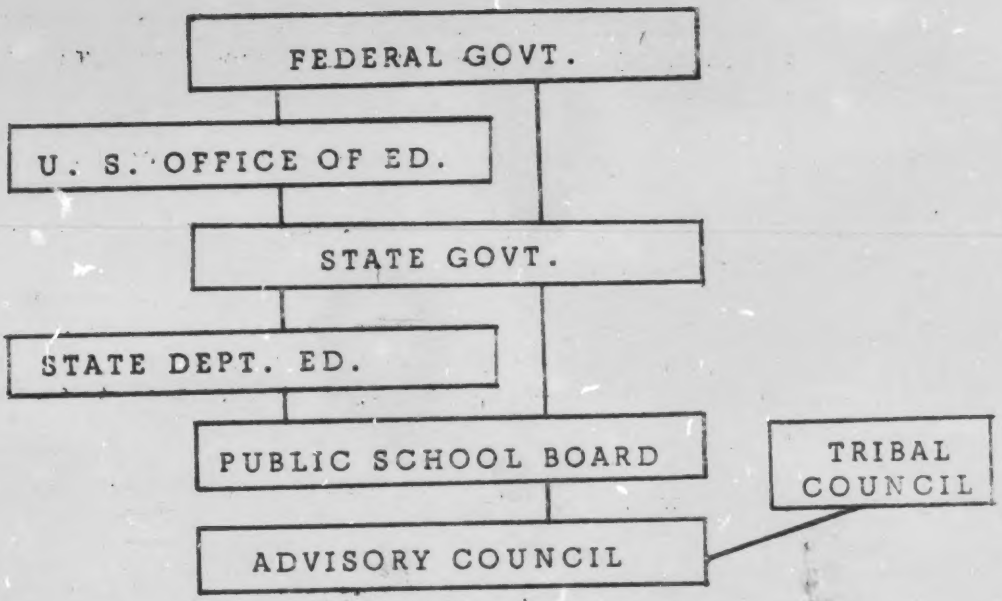

Figure 2. Authorization Line for Advisory Council

Responsibility

The responsibility of the advisory council may be said to include the proper education of all children in the community and to serve any other educational needs which may be recognized.

The council should develop its philosophy of education, its objectives, and its operating policies.

It is the responsibility of the advisory council to fit into an advisory capacity only with the public school board.

The council should review curricula and prepare recommendations. It should keep informed of new developments and of ways to improve educational opportunities.

All parts of the educational program should be a concern of the advisory council. They may, for example, offer assistance to the public school on an in-service program to acquaint teachers with the Indian culture.

It is the responsibility of the advisory council to keep community members informed about the council's activities and about the public school.

Implementation

One of the first means for implementation of advisory council efforts should be participation of council members in the school board training programs provided by the BIA.

Following are other suggestions for implementing the advisory council:

1. Have duly selected representatives establish working relations with local public school boards.

2. Act in a liaison capacity between the public school board and the Indian people who have children in the public schools; and reflect the opinions of the Indian people toward educational problems.

3. Make recommendations concerning improvements in the education program.

4. Cooperate with local public school officials in solving problems of mutual concern in the local public schools.

5. Help keep residents of the district informed about Johnson O'Malley, PL 874, PL 815, PL 864, and PL 89-10 funds.

6. Work with Indian parents to encourage their children to attend school regularly.

7. Visit the schools to become acquainted with the school programs.

8. Become active in community school organizations such as PTA and PTO, citizens' committees, and special ad hoc committees.

9. Be responsible for helping develop capable Indian leadership in the community to meet local educational problems.

10. Act only in an advisory capacity unless special functions are delegated by the school board.

CONTRACTING SCHOOL BOARD

The Indian community organization which is most like the public school board is the Contracting School Board. This group will have complete responsibility for the operation of the school.

Authorization

The authority for duly established school boards to operate local BIA

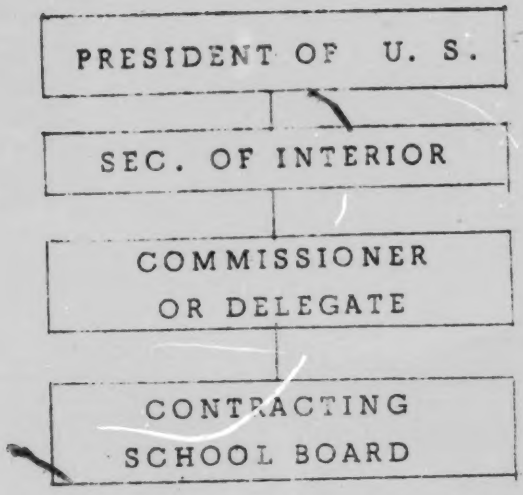

Figure 3. Authorization line for Contracting School Board

schools is granted by the Commissioner of Indian Affairs or his delegated representative. A tribal group, wishing to contract for the operation of one or more schools, will submit proposals, through channels, to the Bureau of Indian Affairs, Division of Education, Washington, D.C.

Contracting school boards should have a written plan of organization. They shall develop a statement of objectives to submit along with their proposal.

The proposal shall indicate how many members will be on the contracting school board, the organization of the board, qualifications required of a school board member, means of selection of board members, voting procedures, term of office, election of officers, how vacancies are to be filled, when meetings will be scheduled, and how meetings will be conducted.

Consideration shall be given to the following in the preparation and submission of proposals:

(a) Tribal groups desiring to contract for the operation of their schools shall submit proposals by December 31 of each year for consideration and consummation of a contract to be effective the following July 1 and to extend for the period of one year. Announcement will be made each February 28 of those proposals which will be contracted the following July 1. Requirements for the major funding increases as a result of a contract will be contingent upon budgetary allotments and will be negotiated at contract time. BIA budget cycle begins 18 months before funding.

(b) Proposals will be reviewed by the Washington Office Division of Education staff, appropriate Area staff, and a subcommittee of the National Indian Education Advisory Committee.

(c) The Assistant Commisioner (Education) will determine which proposals will be accepted and the conditions pertaining to each.

(d) Appeals from the decisions of the Assistant Commissioner (Education) may be made to the Commissioner of Indian Affairs.

Proposals shall be consistent with criteria stated as follows in the BIA School Board Guidelines:

A. A system must be set up in terms of the American democratic ideology, i.e., "The basic covenants of this nation are based upon the premise of the entitlement of each individual to share in the decision making, and the abiding by decisions, in the development of those social and political institutions which shape and determine his personal welfare and social well being."

B. A system which will provide the local Indian parents with a maximum opportunity for self-involvement in the education of their children.

C. A system structured within the legal framework within which the BIA must operate.

D. A system which will help develop a high quality education program for all Indian children and youth for whom the local school board is responsible.

E. A system which will clearly define the functions of the BIA and the local school board.

F. A system which will be clear and concise concerning the way it is to begin and the way it is to operate.

G. A system which will indicate time factors when they are pertinent.

H. A system to become effective when the duly selected tribal group indicates a readiness and willingness to accept the responsibility of operating its local schools.

I. A system which must be operable within the extant funding capabilities of BIA plus such supplement as the tribal organization may obtain. (BIA will fund on the approximate per capita basis available to other BIA schools at the same or similar grade levels in the same

Area plus a reasonable additional amount for specific costs unique to the administrative costs created by the organization itself.)

J. A system which shows evidence of majority support of the tribal group involved (not just a tribal council decision).

K. A system which will define the school district (geographic area) for which the local school board is responsible.

L. A system which makes adequate provision for the protection and preservation of government property subject to normal wear and tear.

M. A system which will insure that the statutory and regulatory rights of employees will be protected.

N. A system which will permit an orderly transfer of Indian education to the State, when there is mutual readiness and willingness for such transfer.

Contracts for the education of Indian children in BIA schools will be negotiated and executed in accordance with the following instructions unless exceptions are approved by the Commissioner of Indian Affairs.

(1) The contractor will indicate the name of the school district for which educational services are provided. (The term school district refers to the designated geographic area to be served by the local school board in terms of powers and duties legally delegated to it. The term contractor refers to the legal entity which contracts to provide services and supplies at a certain rate or price. In the present context the duly delegated "tribal group" will be herein referred to as the "contractor".)

(2) The contractor will provide an enrollment breakdown of eligible school children upon which the contract will be based.

(3) The contractor will outline the education services to be provided: personnel, curriculum, instruction, transportation, feeding, and pupil personnel.

(4) The amount of the contract will be based on the enrollment data, type of school, and kind of education program to be provided.

(5) The contract will indicate the reports to be provided by the contractor to the BIA.

(6) The contract will indicate the types of services to be provided by the BIA, including training of school board members.

(7) The contract will specify the use, care and maintenance of buildings and equipment under a "use permit".

(8) The contract will indicate the necessary fire, hazard, or risk insurance to be provided by the contractor.

(9) The contract will indicate the period of time it covers. (The contract may be terminated by mutual consent of both parties; or one party may terminate the contract for cause, at the end of the current school year.)

The contract form included in Appendix A is to be used as a guide in the preparation of education contracts with tribal groups. Necessary changes or wording or amendments may be mutually agreed upon by the contractor and the BIA.

Responsibility

All schools will be organized in such a manner that the BIA will carry out its responsibility to educate Indian children, which is legally imposed upon it by Congress.

One of the very first specific responsibilities of the contracting school board is the development of its philosophy of education, its educational objectives, and its operating policy.

On the basis of all resources available, the contracting school board is responsible to provide dynamic leadership to the total educational program of a community.

The board is responsible to review the instructional offering. The curriculum should not be thought of as unchangeable; rather, it should be modified, when necessary, to meet the demands of the time.

Board members must keep informed of new developments and of ways to improve educational opportunities.

Educational objectives are achieved largely through the efforts of the professional workers in the schools. The school board has the responsibility of recruiting and maintaining a competent staff. Appropriately, the board selects a chief school officer and he, operating under policies established by the board, appoints the staff, subject to board approval.

The broad spectrum of pupil and employee services are ultimately the responsibility of the board.

School boards have the responsibility to see that school housing problems are remedied within the limits of available resources.

School board members are representatives of the people. They have a responsibility to keep the people of the school district informed about the work. An informed public can give valuable help in solving education problems.

It is the responsibility of a school board to appraise or evaluate the progress of the instructional program toward its objectives, and to report this to all concerned. This responsibility is usually delegated to the chief school officer.

Implementation

1. Functions of contracting School Board (general)

   A. The authority for duly established school boards to operate local BIA schools is granted by the Commisioner of Indian Affairs or his delegated representative.

      (1) The school board must be constituted within certain guidelines and regulations.

      (2) Legal authority is vested in a school board only when it acts as a body.

      (3) Individual members or committees have no authority unless it is delegated to them.

   B. Control

      (1) Legal control is exercised through actions determined by vote of a board quorum in legally constituted sessions. (A quorum refers to the number of members of the school board required to be present to legally transact its business.)

      (2) The school board is empowered to hire a chief school administrator to operate a school.

(3) The board should develop rules, regulations, and by-laws consistent with BIA guidelines and with the power vested in it by the Tribal Council.

C. Organization

(1) After the school board has been duly selected, it will organize and act in accordance with a mutually acceptable plan of operation or constitution.

(2) All schools will be organized in such a manner that the BIA will carry out its responsibility to educate Indian children, which is legally imposed upon it by Congress.

D. Duties.

The local school board will outline its specific duties in its written plan. It will also indicate its specific contractual relations with the BIA.

2. Functions of Contracting School Boards (specific)

Contracting School Boards or their Professional Staff shall:

(1) Develop personnel policies and standards covering all identified levels of employment.

(2) Establish rates of pay and fringe benefits.

(3) Establish working conditions, assignments, and where pertinent, the length of the work day and work week.

(4) Develop or adopt descriptions of courses of study.

(5) Develop or adopt guidelines and standards for pupil personnel services.

(6) Develop or adopt guidelines and standards, as appropriate, for auxiliary enterprises such as transportation, feeding, housing, plant management, etc.

(7) Provide fire, hazard, and risk insurance in accordance with appropriate statute.

(8) Establish bid and procurement procedures in accord with generally accepted practices and statutes.

(9) Establish and maintain a system of accounting as prescribed by BIA.

(10) Submit quarterly fiscal reports on prescribed format.

(11) Submit annual program report.

(12) Submit such special or interim reports as may be requested.

(13) Arrange for professional staff participation in in-service training.

(14) Cooperate with BIA in Bureau funded evaluation and/or status studies.

(15) Authorize intermittent program review activities by Washington Office and Area educational staff members.

(16) Submit annual and interim budget requests and supporting documentation.

(17) Request professional staff assistance as needed through the appropriate Area Director.

(18) Keep appropriate Area Office advised of all contracts and negotiations regarding sources of funding external to BIA.

(19) Accept all students meeting BIA admission criteria.

(20) Maintain student records on prescribed forms.

(21) Provide transcripts and other prescribed documents to Area Office for each student transferring out.

(22) Coordinate and cooperate with DIH through Area Office for health services.

(23) Establish necessary standing and ad hoc committees to carry on its work.

(24) Define its school district in terms of geographic area and population breakdown.

CHAPTER 5

THE PUBLIC SCHOOL BOARD

Over eighty-five per cent of the children of America are attending schools which are administered by public school boards.

Authorization

The constitution of the United States permits the individual States to provide for the education of children living within their boundaries.

State legislatures adopt statutory provisions which usually deal with state, county, and local administrative organization, courses of study, school employees, school housing and equipment, and financing school systems.

The legislatures delegate educational responsibilities to local school districts and to other agencies such as the State Department of Education, the State Board of Education, the Department of Finance, the District Attorney, and the County Board of Supervisors.

The delegated authority to local school districts, through their governing boards, is rather extensive. Mostly, the state merely sets up a framework of procedures, minimum requirements, and certain maximum restrictions. Many provisions are permissive in nature, leaving determination of procedure to school boards.

Because state governments act through local boards of education, a board member is a state official. Within the granted powers, the local board is quite free to plan for the best program of public education which the needs, conditions, and resources of the community permit and demand.

In most districts, the public school board member is elected by the residents of the school district in a special election. He is usually required to be a resident and a registered elector of the place from which he is elected. Nominating petitions are often required which show that a number of the citizens want a certain individual to run for the office. There are usually age and education requirements which must be met.

Public school boards are made up of either 3, 5, or 7 members. Odd numbers relieve the problem of a tie vote. Terms of members are staggered so as to avoid the problem of having a completely inexperienced school board and to give continuity to the educational program. Term length is usually 3 years.

Vacancies are usually filled through appointment to the unexpired term by the board or a state agency. Special elections are sometimes held,

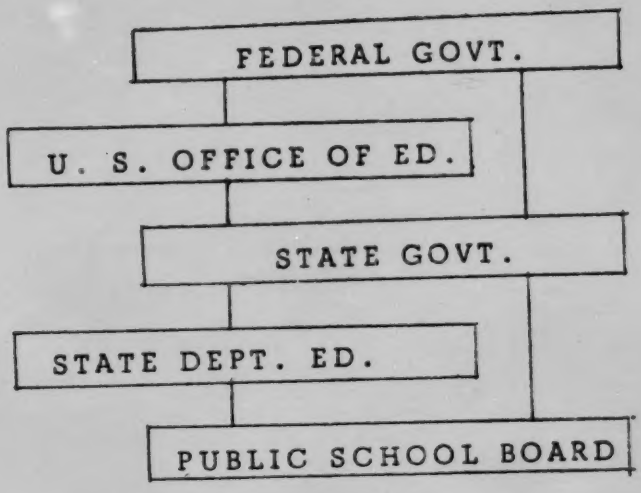

Figure 4. Authorization Line for Public School Board

A board of education organizes by electing a presiding officer, an alternate presiding officer, and a recorder, and by adopting rules and regulations governing its actions.

School boards meet at least once a month and are usually authorized to fix the time and the place of their meetings. Decisions are made through agreement by a majority of a quorum.

Parliamentary procedure is recommended for board meetings.

Responsibility

It is the responsibility of a public school board member to lead in the wise use of all the resources available to provide the best possible education for children of the community.

The board is responsible to clearly state its philosophy of education and associated objectives so board members may have an understanding of their underlying purpose. Each board should develop its own philosophy and objectives consistent with individual, local, state, and national goals.

On the basis of their philosophy, a school board should develop written policies. Policies are governing principles which specify a certain course of action under certain circumstances. Policies should be locally developed and written down so there will be no question about meaning.

Other responsibilities of a public school board are as follows:

To comply with the laws of the state and the regulations of the state educational authority.

To choose the superintendent of schools and work harmoniously with him.

To see to the adequacy of the school staff.

To provide an educationally efficient school plant.

To help obtain the financial resources necessary to achieve educational goals.

To keep the people intelligently informed about the schools.

To keep itself informed about new developments and improved methods in education.

To involve parents in the educational program.

To evaluate progress.

Implementation

The school board must work as a team. Any individual of the board has no authority whatsoever alone, but he can reach decisions with other members of the board. Probably the most important single decision a board makes is its appointment of a chief executive officer. The appointment of a qualified person to the superintendency and the establishing of a good working relationship with him will go far toward providing a good educational program for the community.

Boards organize themselves along varying lines, but usually there is a presiding officer who sees to the proper conduct of regular board meetings. Also, a clerk is designated who keeps accurate records of the proceedings.

The board determines educational objectives, updates the curriculum, leads in building the instructional program and providing special services, influences general personnel management, sees to the financing of the educational program, establishes special committees which may study the need for special programs, provides for new construction as needed and maintains the school plant, promotes an acquaintance between the school and the community and involves parents in the educational program.

The major functions of a public school board may be said to be planning, legislation, appraisal, and interpretation.

Educational planning consists of continuous study of the existing school program in its relation to present needs and a projection of the program into the future for the purpose of making better provisions for those needs.

The board legislates by developing policies and by approving the means by which they are carried out. As a law-making body, the board of education is the authority for school regulation, policy, program, and procedure within the framework of state school law.

A public school board should not wait to be put in a position of defending its program when someone makes an independent evaluation of it. It should maintain an on-going evaluation of all that it does and should retain and develop only those features which have some justification of being called educationally sound. Evaluation should be delegated to the superintendent.

The board must interpret the school's programs, needs, and desires to the community, and the community's needs, hopes, and desires to the school's professional staff.

CHAPTER 6

PLANNING THE WORK

All business of BIA school boards, of advisory councils, or of public school boards should be seen to in regularly scheduled and formally conducted meetings. Meetings should be conducted in an orderly way as by Roberts Rules of Order or Sturgis Standard Code of Parliamentary Procedure.

Certainly, individuals on school boards and councils must get along with each other. Successful boards develop a "we" personality which is a helpful blend of individual characteristics. Effective participation in board deliberations will be based upon each member being a good listener, avoiding arguments, abstaining from domination, and both giving and taking.

MEETING SCHEDULE

Meetings once a month would seem to be a minimum requirement. The board or council should set the time and place of its meetings. Ordinarily, all meetings should be held at the school facilities.

Special meetings may be called by the presiding officer of the board or council, or by a majority of the members. All members must be notified of all meetings.

Board and council members should develop the habit of beginning and ending meetings on time. If a meeting starts late or drags on for a long time, members are apt to give less than their best judgment on problems presented. Once the habit of a good schedule is established, members will likely stick right to business and get a lot accomplished.

A QUORUM

A majority of the board constitutes a quorum and decisions become official board decisions when a majority of a quorum agrees. If a quorum is present and one or more members refuse to vote, the others may proceed to transact business.

Attendance of board or council members at meetings should be required. If a member fails to attend as many as three consecutive regular meetings,

without satisfactory reasons in the judgment of other members, his office should be declared, by the board or council, vacant.

AGENDA

An agenda or a list of items to be considered in a meeting and a suggested order of consideration should be prepared for each meeting. This should be distributed to board or council members in advance. Also, a copy of the agenda may be posted near the meeting room for public inspection.

It is often the practice to approve the agenda early in the meeting. Items should not be added after the meeting begins because this does not allow for individual study and the gathering of essential information. The agenda might be reorganized, however, according to importance of certain items.

The agenda should be prepared by the chief school officer. He is the one who should know the most about the matters which need board action, and he can provide reports which will aid in the understanding of the problem. In the case of the advisory council, a council member may work out the agenda in consultation with the chief school officer. Individual board or council members should inform the chief school officer of items they wish to have included on the agenda. Staff members and citizens should also have an opportunity to suggest agenda items. (A sample board meeting agenda appears in Appendix E.)

MINUTES OF MEETINGS

Board and council minutes should be looked upon as having the status of official legal documents. This means that they should be very carefully kept and that they must be thorough. (Sample board minutes appear in Appendix F.)

Minutes should be duplicated and distributed to board and council members with the agenda for the next meeting. This gives members a chance to study the minutes carefully and to have a copy for their files. Also, this may take the place of taking board time to read the minutes.

Minutes should include a record of each board or council action. Lengthy discussions may be summarized, but motions should be carefully worded and should appear exactly as the board acted upon them. Names of those voting for and against each question and unanimous action should appear in the minutes.

An index of minutes should be prepared on at least a fiscal year basis.

COMMITTEES

Best practice seems to indicate that boards and councils should have few or no standing committees. Standing committees may make the board lazy, as a whole, by causing them to feel that certain things are being taken care of by the permanent committee. Members may accept, without personal study, the recommendations of the committees. Also, there is a danger standing committees may be inclined to assume responsibilities of management. This is all a threat to the teamwork approach.

Special committees, appointed to perform only a specific task, are useful. They may be used for fact finding and for studying certain problems. After the special committee report is made to the board, that group should be dissolved.

BOARD AND COUNCIL ACTION

Board and council action must be taken only at official meetings. Official meetings are regularly scheduled meetings and legally called special meetings. In all cases a quorum must be present.

The time and place of regular meetings should be established by the board or council at its organizational meeting and the public should be informed. Regular meetings should be held at least once a month. If a regular meeting falls on a holiday, it should be held on the next business day.

Special meetings may be called either by a written notice from the presiding officer of the board or council or by a majority of the members. Notice of special meetings should be delivered to each board or council member at least twenty-four hours before meeting time. The notice must specify the time and place of the meeting and business of the meeting. No business other than that specified may be considered.

BOARD AND COUNCIL MEETINGS OPEN TO PUBLIC

All board and council meetings must be open to the public. Executive sessions may be held, not open to the public, only when it is deemed necessary when considering the employment or dismissal of an employee, or when complaints or charges against an employee are being heard.

If the public attends board meetings, school-community relations are usually improved.

Formal procedure should be established whereby interested citizens are allowed to speak on any issue before board or council action is taken. Care should be taken that this does not use an excessive amount of time. A visitor should wait until he is formally recognized by the presiding officer. If he is not known, the visitor should state his name. The presiding officer may limit the time an individual is permitted to use.

There will always be some complaints and criticisms aimed at the board or council. Some will be justified and some will not. In either case, they should not be ignored. A system for handling complaints and criticism should be a part of adopted policy.

All serious complaints should be considered. They should be channeled through the chief school officer; or in the case of the advisory council, through the presiding officer. If it is merited, a complaint should be requested to be put in the form of a signed statement and it may be made a part of the agenda of the next meeting.

CHAPTER 7

WORKING THE PLAN

The plan of the educational program can be worked only after the school board or the advisory council has formulated objectives, and in the case of the contracting school board or the public school board, appointed a chief executive officer. These two functions are the most important of all those the board will ever fulfill.

SELECTING A CHIEF SCHOOL OFFICER

By appointing a competent executive officer and by delegating to him various responsibilities for the educational program, the board has gone far toward performing its task.

In their selection of a chief executive officer, board members must be judges of such qualities as personality, appropriateness of a candidate's background to the community's needs, ability to exert creative leadership and to establish confidence in the schools, and the value of experience and preparation beyond minimum requirements.

A board should draw up, on the basis of its philosophy and objectives, a set of standards which it would require a chief school officer to meet. A search of the most qualified person should then be made, starting within the school system and extending outside the system if necessary. Credentials should be thoroughly reviewed by the whole board or by a screening committee made up of members of the board, and information on a candidate beyond that which the candidate himself presents should be sought. After the field has been narrowed to a few, the board should hold searching interviews with each candidate.

PROFESSIONAL IMPLEMENTATION

The educational world is full of examples of wasted resources, both human and physical, resulting from uncertainties about who should do what. School boards too often appropriately delegate responsibilities to the chief school officer but then inappropriately proceed to operate as if they had delegated nothing.

Clear distinctions should be made between the policy making or legislative functions and the administrative functions in a school operation. Any serious over-lapping can only be harmful to the educational program.

Following are some responsibilities which should be considered strictly the province of the chief executive officer:

To carry out all policies, rules, and regulations of the board.

To see that all individuals employed by the board are responsible to him.

To prepare such regulations and give such instruction to school employees as may be necessary to make the policies of the board effective.

To be present at all meetings of the board, acting as advisor to the board.

To prepare budgets.

To authorize and direct all purchases and expenditures.

To recommend all candidates for employment.

To formulate personnel policies.

To provide professional leadership for the educational program.

To keep the board fully informed.

To develop a program of maintenance and improvement or expansion of school housing and facilities.

To formulate a program of supervision.

To formulate a follow-up and evaluation plan.

All of these functions, of course, are subject to the approval of the board.

If the board finds that it cannot strictly leave the professional implementation to the chief school officer, it must consider that its selection procedure was inadequate, and that it must hire a better qualified person, or that it must re-define its own role.

SCHOOL-COMMUNITY RELATIONS

The schools of a community belong to the people of that community. The schools of a community are for the purpose of teaching the children of that community. The school board or advisory council is the representative of the people in the conduct of school affairs.

By all reasonable means, the community should become involved in the educational program.

The board and council should encourage public interest in education. Most of the people in a community are affected by what a school does. Education is an important part of a community, and the community should be proud of it. Special reports should be prepared by the board for the people to show what is being done. Board meetings should be open to the public and any citizen having something worthwhile to say in these meetings should be heard. The board should use every feasible means to enable all citizens to contribute their best thinking to the education of children.

It should be recognized that some pressure groups, making a lot of noise, may seem to be representative of the community as a whole. Care should be taken that directions are not changed unless there is some broad justification for the change.

PTA or PTO groups should be recognized by the board and should be encouraged to contribute to the improvement of the community's schools.

Citizens committees may be encouraged both as a means of involving the community in the program and as a means of getting some valuable assistance for the educational program. These committees may serve as a sounding board for community opinion and may help give consideration to various education problems.

The informed public knows that the school board has final authority in local school affairs, and after helping to study the problems, the people should support the decisions made by the board.

COOPERATING AGENCIES

There are many organizations and agencies which are standing by ready to offer valuable assistance to school boards and advisory councils. Most of these operate on the highest levels professionally and are in touch with the most recent developments which influence education.

It should be realized that the best way to utilize the services of these organizations is to determine needs and then make specific requests.

State Departments of Education offer much assistance in administrative and curricular matters.

Universities and Colleges provide consultant services in all areas of instruction.

State School Board Associations and the National Association of School Boards offer assistance as resource agencies and as mediators, advisors, etc.

Various other educational groups such as the National Educational Association, State educational associations, associations of school administrators, etc., provide rather extensive services to local schools.

Tribal council education committees are very important sources of consultant services for BIA school boards.

CHAPTER 8

EVALUATION AND FOLLOW-UP PROCEDURE

Experienced board members agree that a major function of any board is evaluation. Boards should not wait to be put in a position of defending the program when someone makes an independent evaluation of it. They should maintain an on-going evaluation of all that they do and should retain and develop only those features which have some justification of being called educationally sound. Details of the evaluation are usually assigned to the chief school administrator.

IN THE CLASSROOM

Schools exist only for reasons of intellectual, social, physical, and emotional development of children. Major attention must be given to an evaluation of the adequacy of the instructional program.

Instructional objectives must be articulated early in any educational effort. These objectives must be realistic and must lend themselves to measurement in order for an indication to be made as to the achievement of these objectives. The measurement may be either quantitative or qualitative and should be consistent with the techniques which are generally acceptable.

Standardized achievement tests in all academic areas, with score comparisons to a national sample are very useful in evaluation. Teacher-made test results and growth scales are good indicators of progress.

Subjective and descriptive data, pertinent to objectives, and data produced by a wide variety of analytical devices will be needed. Results, together with an interpretation of the meaning of the results must be collected continuously.

ADMINISTRATIVE AND OTHER

Reports for the board and for the public on the results of teaching should be scheduled continuously throughout the school year. At the close of the school year the chief school administrator should report results of final examinations, statistics on promotion, scholarships earned, plans of graduates, etc.

There should be studies and reports made of dropouts and follow-up reports of graduates.

Annual reports should be made of recruitment efforts and results, and a staff analysis should be made dealing with training, geographical background, experience, age, sex, etc.

The chief school administrator should report the special instruction provided and the results of this instruction.

There should be cost comparisons and cost effectiveness studies made and presented to the board and the public.

Specific recommendations for improving all facets of the total educational program should be made to the board at least once a year by the chief school administrator.

APPENDIX A

TENTATIVE OUTLINE

EDUCATION 62 IAM 17.0

17 SCHOOL BOARD GUIDELINES

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SCHOOL BOARD GUIDELINES

17.1 Introduction. This is a statement of purposes, policies, authority, criteria, and procedures indicating how Indian people can become actively involved in school affairs in Bureau and public schools. It also includes PROJECT TRIBE (Tribal Responsibility In Better Education), which indicates how tribal groups can negotiate contracts to operate local BIA schools.

.1 Purposes. The growth, development, and success of the American education system has been largely attributed to the traditional policy and philosophy of local self-determination. This policy assumes the existence of a level of individual and community maturity commensurate with the broader belief in the reasonableness and responsibleness of democratic self-government. The basic covenants of this Nation are based upon the premise of the entitlement of each individual to share in the decision making, the carrying out of decisions, and the abiding by decisions, in the development of those social and political institutions which shape and determine his personal welfare and social well-being. Until this point in time the American Indian has not been afforded this same opportunity to demonstrate and apply his own maturity in helping decide how and for what his own children are to be educated in BIA operated schools. This document constitutes a charter by which this practice can be transformed into a process of educational self-determination compatible with the generally accepted structural and administrative pattern for public education within this country.

.2 Policy. When tribal councils or other duly selected tribal groups initiate action to establish school boards and advisory councils and to operate school programs currently under BIA jurisdiction, it shall be the policy of the BIA to provide necessary training and to assist them in every possible way to develop and submit proposals for such establishment and operation. These proposals will be reviewed and evaluated as hereafter described.

SCHOOL BOARD GUIDELINES

.3 Authority. The authority to approve the establishment of advisory school boards, to encourage Indian participation in public school affairs, to contract with tribal entities to operate local BIA schools, and to provide necessary training for such groups, when the respective legal assurances as herein outlined are met, is vested in the Commissioner of Indian Affairs or his delegated representative.

.4 Criteria. The following criteria will be used by the Bureau and tribal groups in the establishment, implementation, and evaluation of various school board proposals and operations.

A. A system must be set up in terms of the American democratic ideology noted under Purposes. (17.1.1)

B. A system which will provide the local Indian parents with a maximum opportunity for self-involvement in the education of their children.

C. A system structured within the legal framework within which the BIA must operate.

D. A system which will help develop a high quality education program for all Indian children and youth for whom the local school board is responsible.

E. A system which will clearly define the functions of the BIA and the local school board or advisory council.

F. A system which will be clear and concise concerning its inception and implementation.

G. A system which will indicate time factors when they are pertinent.

SCHOOL BOARD GUIDELINES

H.* A system to become effective when the duly selected tribal group indicates a readiness and willingness to accept the responsibility of operating its local schools.

I.* A system which must be operable within the extant funding capabilities of BIA plus such supplement as the tribal organization may obtain. (BIA will fund on the approximate per capita basis available to other BIA schools at the same or similar grade levels in the same Area plus a reasonable additional amount for specific costs unique to the administrative costs created by the organization itself).

J. A system which shows evidence of majority support of the tribal group involved (not just a tribal council decision).

K. A system which will define the school district (geographic area) for which the local school board is responsible.

L. A system which makes adequate provision for the protection and preservation of government property subject to normal wear and tear.

M. A system which will insure that the statutory and regulatory rights of employees will be protected.

N. A system which will permit an orderly transfer of Indian education to the State, when there is mutual readiness and willingness for such transfer.

* Applicable only when contracting.

SCHOOL BOARD GUIDELINES

.5 Organization. All school boards and advisory councils should have a written plan of organization. The following guidelines are suggested for use in setting up such proposed plans. Each group should design its plan in terms of the specific functions it wishes to perform. The plan may later be amended with the assumption of additional functions or a changed role.

In this context the school board is generally defined as the governing body of the school district, with certain legislative, executive, and judicial authorities herein assigned to it. These roles will be specifically spelled out in the school boards' constitution, amendments, special guidelines, and contract proposal form. They may vary from merely an advisory role to complete responsibility for the operation of a school.

The advisory council refers to the tribal representatives selected to work with local public school boards in the best interests of Indian education.

A. Guidelines. The following guidelines are suggested for use of local school boards and advisory councils in setting up their proposals.

(1) General Information

Date
Tribal Group
Area, Agency
School(s), Location(s)
Statement of Objectives

(2) School Board or Advisory Council Design

Size
Membership - Officers, Qualifications - Duties

SCHOOL BOARD GUIDELINES

How selected
Voting procedures, Terms of office, Election of officers, Filling of vacancies
Meetings - Order of Business (Robert's Rules of Order), Agenda, Minutes

(3) Responsibilities

(a) Advisory
(b) Line of Authority and Staff Relationships
(c) Contractual

Policy-making
School operation
Staffing-administrators, supervisors, teachers, guidance
Curriculum
Feeding, plant management, other supportive services
Transportation, health services and safety
Student Management
Public Relations
Evaluation
Other

(4) Relationship With BIA

Cooperation and Coordination
Advisory

(5) Role of BIA

Fiscal
Consultative
Supervisory
Coordination
Records and Reports
Recruitment
Training
Evaluation
Building Programs

(c) The Assistant Commissioner (Education) will determine which proposals will be accepted and the conditions pertaining to each.

(d) Appeals from the decisions in item (c) may be made to the Commissioner of Indian Affairs.

17.2 Advisory School Boards For BIA Schools

A. Functions. An advisory school board shall perform these functions:

1. Assist the superintendent or chief school administrator in establishing the best possible school program and organization for Indian children in their respective districts. This refers to review and evaluation of: curriculum; instructional program; personnel; feeding, building, and transportation programs; and supporting services.

2. Act in a liaison capacity between the community and school; and reflect the opinions of residents of the community toward education problems.

3. Make recommendations concerning improvements in the local education program.

4. Cooperate with BIA and other school officials in solving problems of mutual concern in the local school district.

5. Keep the residents of the local school district informed about important school problems and activities.

6. Work with parents to encourage their children to attend school regularly.

SCHOOL BOARD GUIDELINES

B. Procedures. The following procedures will be observed in the establishment of school boards and contractual arrangements between the Bureau of Indian Affairs and the Indian school boards.

(1) A tribal group wishing to establish an advisory school board will submit a request through channels to its Area office, where it will be reviewed by the Assistant Area Director (Education) and his staff and approved, rejected, or returned for additional information or revision. Appeals may be made to the Area Director.

(2) An approved tribal school board wishing to place one or more schools under contract operation will use the attached outline in preparing and submitting their proposals through channels to the Bureau of Indian Affairs, Division of Education, Washington, D. C.

(a) Tribal groups desiring to contract for the operation of their schools shall submit proposals by December 31 of each year for consideration and consummation of a contract to be effective the following July 1 and to extend for the period of one year. Annoucement will be made each February 28 of those proposals which will be contracted the following July 1. Requirements for major funding increases as a result of a contract will be contingent upon budgetary allotments and will be negotiated at contract time. BIA budget cycle begins 18 months before funding.

(b) Proposals will be reviewed by the Washington Office Division of Education staff, appropriate Area staff, and a subcommittee of the National Indian Education Advisory Committee.

7. Visit the school to become conversant with the school program.

8. Encourage school patrons to become active in community school organizations such as the Parent-Teacher Association, Citizens' Committees, and Special Ad Hoc Committees.

9. Follow the guidelines in Chapter 17 (62 IAM 17.1.5) in submitting their proposals.

10. Be responsible for helping develop capable Indian leadership in the community to meet local educational problems.

11. Perform other necessary related duties.

12. Learn about the budgetary process and get some idea of school operational costs.

13. The advisory school board acts only in an advisory capacity.

B. The BIA will provide necessary training programs for school board members so they may become active participants in educational affairs.

17.3 Advisory Councils For Public School Boards

A. Functions. Tribal groups with large numbers of Indian pupils in public schools may wish to establish advisory councils to deal with problems of Indian education. Following are some suggestions for initiating, implementing and evaluating such procedures.

SCHOOL BOARD GUIDELINES

1. Have duly selected representatives establish working relations with local public school boards.

2. Act in a liaison capacity between the public school board and the Indian people who have children in the public schools; and reflect the opinions of the Indian people toward educational problems.

3. Make recommendations concerning improvements in the education program.

4. Cooperate with local public school officials in solving problems of mutual concern in the local public schools.

5. Help keep residents of the district informed about Johnson O'Malley funds.

6. Work with Indian parents to encourage their children to attend school regularly.

7. Visit the schools to become conversant with the school programs.

8. Become active in community school organizations such as the Parent-Teacher Association, Citizens' Committees, and Special Ad Hoc Committees.

9. Follow the guidelines in Chapter 17 (62 IAM 17.1.5) in establishing their advisory council.

10. Be responsible for helping develop capable Indian leadership in the community to meet local educational problems.

11. The Advisory Council acts only in an advisory capacity unless special functions are delegated to it by the school board.

B. The BIA will provide necessary training programs to advisory councils for public school boards so they may become active participants in educational affairs.

17.4 Contracting School Boards

.1 Functions of Contracting School Board (general guidelines)

A. The authority for duly established school boards to operate local BIA schools is granted by the Commissioner of Indian Affairs or his delegated representative.

(1) The school board must be constituted within the guidelines and regulations herein indicated.

(2) Legal authority is vested in a school board only when it acts as a body.

(3) Individual members or committees have no authority unless it is delegated to them.

B. Control

(1) Legal control is exercised through actions determined by vote of a board quorum in legally constituted sessions. (A quorum refers to the number of members of the school board required to be present to legally transact its business.)

(2) The school board is empowered to hire a chief school administrator to operate a school.

(3) The board should develop rules, regulations, and bylaws consistent with these guidelines and with the power vested in it by the Tribal Council.

SCHOOL BOARD GUIDELINES

C. Organization

(1) After the school board has been duly selected, it will organize and act in accordance with a mutually acceptable plan of operation or constitution.

(2) All schools will be organized in such a manner that the BIA will carry out its responsibility to educate Indian children, which was legally imposed upon it by Congress.

D. Duties. The local school board will outline its specific duties in its written plan.

It will also indicate its specific contractual relations with the BIA.

.2 Specific Functions

Contracting School Boards or Their Professional Staff Shall:

(1) Develop personnel policies and standards covering all identified levels of employment.

(2) Establish rates of pay and fringe benefits.

(3) Establish working conditions, assignments, and where pertinent, the length of the work day and work week.

(4) Develop or adopt descriptions of courses of study.

(5) Develop or adopt guidelines and standards for pupil personnel services.

(6) Develop or adopt guidelines and standards, as appropriate, for auxiliary enterprises such as transportation, feeding, housing, plant management, etc.

SCHOOL BOARD GUIDELINES

(7) Provide fire, hazard, and risk insurance in accordance with appropriate statute.

(8) Establish bid and procurement procedures in accord with generally accepted practices and statutes.

(9) Establish and maintain a system of accounting as prescribed by BIA.

(10) Submit quarterly fiscal reports on prescribed format.

(11) Submit annual program report.

(12) Submit such special or interim reports as may be requested.

(13) Arrange for professional staff participation in in-service training.

(14) Cooperate with BIA in Bureau funded evaluation and/or status studies.

(15) Authorize intermittent program review activities by Washington Office and Area educational staff members.

(16) Submit annual and interim budget requests and supporting documentation.

(17) Request professional staff assistance as needed through the appropriate Area Director.

(18) Keep appropriate Area Office advised of all contacts and negotiations regarding sources of funding external to BIA.

(19) Accept all students meeting BIA admission criteria.

(20) Maintain student records on prescribed forms.

(21) Provide transcripts and other prescribed documents to Area Office for each student transferring out.

(22) Coordinate and cooperate with DIH through Area Office for health services.

(23) Establish necessary standing and ad hoc committees to carry on its work.

(24) Define its school district in terms of geographic area and population breakdown.

.3 Contracts To Operate BIA Schools.

A. Authority. The authority to negotiate with tribal groups for their operation of BIA schools is vested in the Commissioner of Indian Affairs or his delegated representative.

B. Negotiation and Execution of Contracts. Contracts for the education of Indian children in BIA schools will be negotiated and executed in accordance with the following instructions unless exceptions are approved by the Commissioner of Indian Affairs.

(1) School District. The contractor will indicate the name of the school district for which educational services are to be provided. (The term school district refers to the designated geographic area to be served by the local school board in terms of powers and duties legally delegated to it.) (The term contractor refers to the legal entity which contracts to provide services and supplies at a certain rate or price. In the present context the duly delegated "tribal group" will be herein referred to as the "contractor.")

SCHOOL BOARD GUIDELINES

(2) Enrollment Data. The contractor will provide an enrollment breakdown of eligible school children upon which the contract will be based.

(3) Services. The contractor will outline the education services to be provided: personnel, curriculum, instruction, transportation, feeding, and pupil personnel.

(4) Amount. The amount of the contract will be based on the enrollment data, type of school, and kind of education program to be provided.

(5) Reports. The contract will indicate the reports to be provided by the contractor to the BIA.

(6) Role of BIA. The contract will indicate the types of services to be provided by the BIA, including training of school board members.

(7) Buildings and Equipment. The contract will specify the use, care and maintenance of buildings and equipment under a "use permit."

(8) Insurance. The contract will indicate the necessary fire, hazard, or risk insurance to be provided by the contractor.

(9) Time and Termination. The contract will indicate the period of time it covers. (The contract may be terminated by mutual consent of both parties; or one party may terminate the contract for cause, at the end of the current school year.

C. Sample Contract Form. The sample contract form, Illustration I, is to be used as a guide in the preparation of education contracts with tribal groups. Necessary changes in wording or amendments may be mutually agreed upon by the contractor and the BIA.

ILLUSTRATION I

Contract No. _____

Agreement by and between the _____ Tribe of _____, _____, and the United States Department of the Interior, Bureau of Indian Affairs, for the education of Indians in the _____ school district.

This agreement, made and entered into this _____day of _____, pursuant to 62 IAM 17, by and between the _____ Tribe, duly authorized to so contract and hereinafter referred to as the contractor, and the United States Department of the Interior, Bureau of Indian Affairs, acting through the Commissioner of Indian Affairs or his designated representative, hereinafter referred to as the BIA,

WITNESSETH

Article I. The contractor agrees:

1. To provide education for all eligible Indian children, residing in the aforementioned school district, who are not otherwise adequately provided for.

2. To provide educational services (basic and special when necessary) and requisite supporting services (feeding, transportation, quarters, health services and safety, and plant management) in keeping with State requirements and the educational needs of the children to be served.

3. To secure regular attendance of Indian children in the school district in accordance with the tribal code and the laws of the State and regulations promulgated by the Secretary of the Interior.

4. To provide enrollment data - names, ages, grades (or groups) - upon which to base this contract.

5. To submit to BIA budget estimates at least 18 months in advance and other reports as requested.

6. To include for consideration in justifying funds under this contract only eligible Indian children, who are one-fourth or more degree of Indian blood and whose parents live on tax-exempt Indian-owned land.

7. To provide necessary supervision of instruction and the development of curriculum.

8. To observe United States Civil Service, Departmental, and Bureau regulations concerning civil service employees.

9. To cooperate with the BIA in providing the best possible education program for their Indian children.

Article II. The BIA agrees:

1. To pay to the contractor for carrying out the program(s) agreed upon, the amount of _____ dollars ($_____).

This is based on

(a) _____teaching units of _____pupils each at $_____per unit for a total of _____dollars ($_____).

(b) Other special consideration (specify):

2. To continue its teacher recruitment program and education staffing function in behalf of this contractor.

3. To visit schools and provide consultation and evaluation services which will enable them to carry out their Congressional obligations for the education of Indian children.

4. To continue this contract on an annual basis (renewable each year) so long as it is mutually satisfactory to the contractor and the BIA.

Article III. The contractor and BIA agree:

1. This agreement is for the 19 ____ - 19____ school year and all operations under this agreement shall terminate June 30, ____.

2. The obligations of either party under this agreement are contingent upon appropriations being made by the Congress of the United States.

3. This agreement may be changed and/or amended by written mutual consent of the contractor and the BIA. It may be terminated by either party for cause at the end of the current school year covered by this contract.

Article IV.

In addition to the terms and conditions specified in Articles I, II, and III of this agreement, the contractor agrees that the general conditions set forth hereafter shall be incorporated herein and made a part of this agreement.

In connection with the performance of work under this contract, the contractor agrees not to discriminate against any employee or applicant for employment because of race, religion, color or national origin. The aforesaid provision shall include, but not be limited to, the following: Employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination, rates of pay or other forms of compensation; and selection for training, including apprenticeship. The contractor agrees to post hereafter in conspicuous places, available for employees and applicants for employment, notices to be provided by the contracting officer setting forth the provisions of the nondiscrimination clause.

The contractor further agrees to insert the foregoing provision in all subcontracts hereunder, except subcontracts for standard commercial supplies or raw materials.

No member of or delegate to Congress, resident commissioner, Tribal Officer, or school board members, shall be admitted to any share or part of this contract, or to any benefit that may arise therefrom (except for the school board travel expenses indicated in the budget); but this provision shall not be construed to extend to this contract if made with a corporation for its general benefit.

The contractor warrants that no person or selling agency has been employed or retained to solicit or secure this contract upon an agreement or understanding for a commission, percentage, brokerage, or contingent fee, excepting bona fide employees or bona fide established commercial or selling agencies maintained by the contractor for the purpose of securing business. For breach or violation of this warranty the Government shall have the right to annul this contract without liability or in its discretion to deduct from the contract price or consideration the full amount of such commission, percentage, brokerage or contingent fee, and bring suit to recover such funds.

In WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed the day and year first above written.

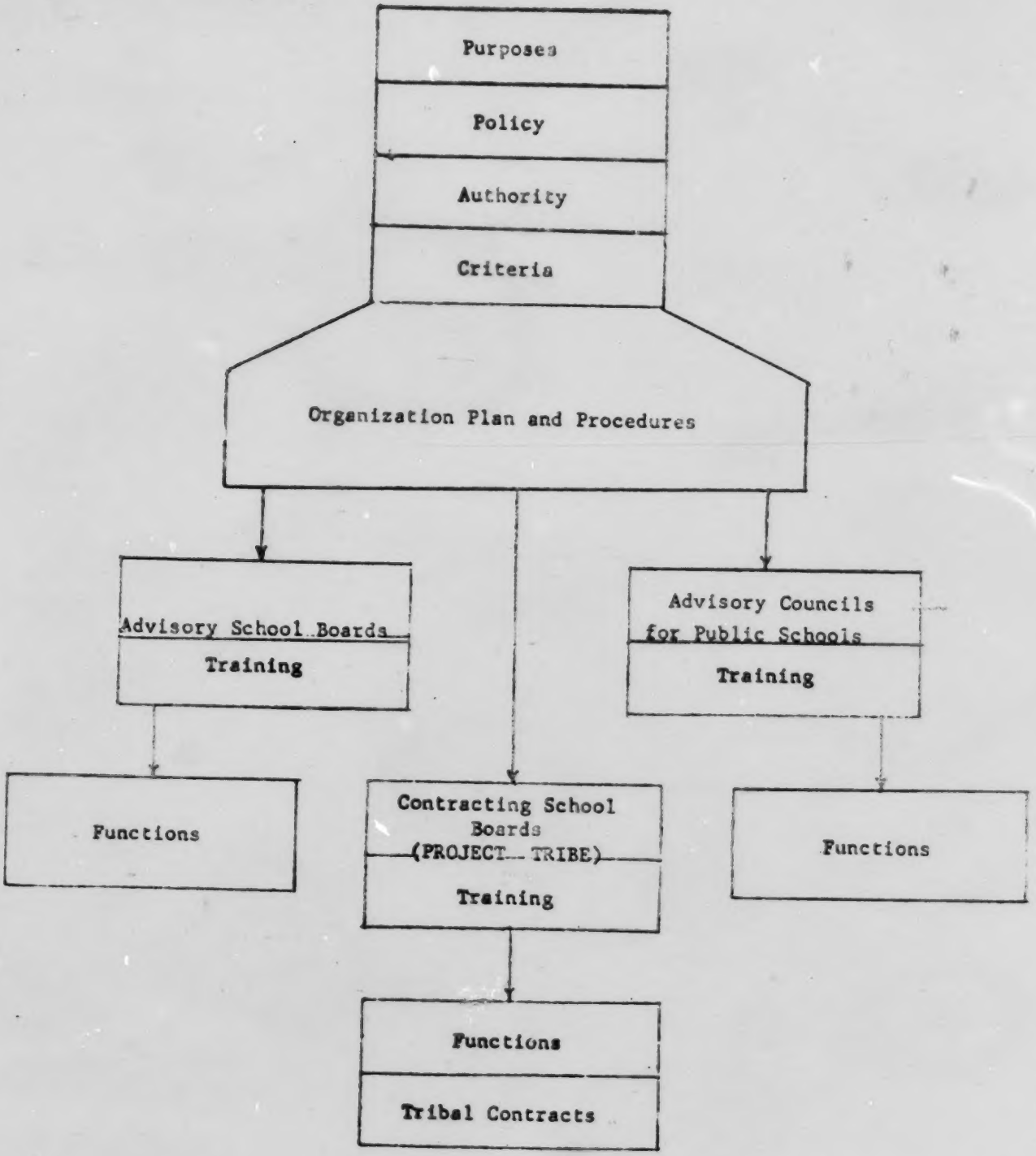
School Board _____

By: _____
Title: _____

United States Department of the Interior
(Bureau of Indian Affairs)

By: _____
Title: _____

ORGANIZATIONAL CHART-SCHOOL BOARD GUIDELINES



APPENDIX B

RECOMMENDATIONS AS TO QUALIFICATION AND SELECTION OF BIA BOARD MEMBERS

A majority of the participants in the United Pueblos Agency school board workshop felt that qualifications and selection should be matters for local option, and that the tribal councils in each community should determine requirements.

Workshop participants recommended that a school board member:

Be a resident of the community he will represent.

Be obviously interested in education.

Be 21 years of age or over.

Be acquainted with educational needs of children in his community.

Not be a BIA employee.

Not be a member of a tribal council.

Other recommendations were that:

Term of office not be the same as that of tribal officers.

Term of office be staggered so there will always be an experienced member serving on the board.

There be a minimum of 3 members on a board.

Vacancies be filled by appointment by tribal council or by election as determined by local government. Selection of members by popular vote is a fair method.

Nominations be made by petition.

Alternate board members should be appointed.

APPENDIX C

NEW MEXICO SCHOOL BOARDS ASSOCIATION

CODE OF ETHICS FOR NEW MEXICO SCHOOL BOARD MEMBERS*

A good Board Member

1. . . . will keep an open mind and carefully consider all sides of a problem before reaching a decision.

2. . . . helps to determine policy and leaves the carrying out of policy to the professional staff.

3. . . . will interpret and support the policy to his community once it is developed.

4. . . . renders all decisions in open public meetings, making use of executive sessions in such cases as (a) protecting individuals and (b) protecting the best interests of the school district.

5. . . . will act in his official capacity only during legally constituted sessions of the board or when specific assignment is made.

6. . . . approves employment of school personnel only on the recommendation of the superintendent.

7. . . . leaves the administration of school personnel to the superintendent and/or his staff.

8. . . . makes criticisms of school employees only to the superintendent.

9. . . . respects the rights and views of his fellow members and makes no critical remarks in or out of meetings about other members of the board or their opinions.

10. . . . believes that the education of the pupil is the only reason for the establishment and operation of schools.

11. . . . believes in the fundamental importance of public education in a democracy.

* As accepted by the State School Boards Association Convention,
University of New Mexico, Albuquerque,
Summer of 1958.

APPENDIX D

BELIEFS AND POLICIES

of the

NATIONAL SCHOOL BOARDS ASSOCIATION

(As adopted by NSBA Delegate Assembly, March 30-April 2, 1968)

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INTRODUCTORY STATEMENT

The public school boards of America, united in their several state school boards associations, and federated into the National School Boards Association, believe that "education is the bulwark of freedom" and that our universal system of free public education is literally the nation's first line of defense and the greatest constructive force in the possession of the American people for the preservation of their freedoms and the advancement of the democratic way of life.

They hold that public schools will keep America strong and free if America's public will keep the schools free and strong; and, firm in this conviction, have agreed upon a statement of these policies with regard to public education.

I. CONTROL AND SUPPORT OF PUBLIC SCHOOLS

Public schools are the responsibility of the states. Local school boards are created by state action and share with state education agencies the task of providing educational services to children and adults. It is the task of both state and local agencies to seek equality of educational opportunity for all and to distribute the costs equitably. In order that these goals may be achieved, the National School Boards Association supports the following principles:

a. The retention of local and state controls depends upon the imagination and positive spirit with which local and state agencies deal with the problems and needs of the people in their jurisdiction.

b. School district organization should be unified to encompass grades one through twelve and also kindergartens and junior colleges in communities which desire them.

c. In order to discharge the responsibility of providing good educational opportunities, local school boards must control the funds used to operate the schools. They should, therefore, possess fiscal independence.

d. The American tradition of the separation of church and state should be vigorously safeguarded. To this end the Association advocates that funds raised by general taxation for educational purposes should be adminis-

NSBA publications covering the actions of the Delegate Assembly or other activities at the Annual Convention include THE AMERICAN SCHOOL BOARD JOURNAL, NSBA CONVENTION REPORT, and PROCEEDINGS. In addition, separate statements of current "Beliefs and Policies" and "Resolutions" are available – single copies free, quantity orders @ 10¢ each with discounts available. For further information about these publications or other NSBA services, contact the Director of Information Services, National School Boards Association, 1233 Central Street, Evanston, Illinois 60201.

tered by public officials and should not be used to support any privately operated schools. *The Association* recognizes and upholds the right of any group to establish and maintain schools financed by its own supporters with such governmental supervision as will assure a minimum standard of instruction and adherence to the Constitution and Laws of the United States.

e. Concerted efforts must be made by each state to equalize the financial support of public education to the end that every taxpayer, individual, and corporation shall contribute its just proportionate share.

f. Local districts should contribute a required minimum amount of financial support to the schools before they are eligible to receive additional funds from state or other sources.

g. Financial support from each state to its local school districts should be designed to equalize educational opportunities and to sustain a steadily improving minimum foundation of education.

h. Funds from federal or other sources outside the state, intended for the assistance of public education, should be administered by the state education agency through local school boards in accordance with state policy and without restrictions other than simple accounting of receipts and disbursements.

i. NSBA recognizes that the retention of state and local control of education will depend upon strong and effective state and local public school agencies. Therefore, NSBA strongly recommends and supports the strengthening of such agencies in each state.

j. Local school boards play a significant role in shaping the programs in the local community under the provisions of Acts of Congress. Programs dealing with education which may be operative in the community should be established and operate within the framework of the public school's authority, and should be designed to maintain high professional standards and to avoid the proliferation of educational systems in the community.

II. RESPONSIBILITIES OF LOCAL SCHOOL BOARDS

The National School Boards Association believes that the responsibilities of local school boards include: a legal responsibility for the control of public schools as the only agencies in their communities with this responsibility; a civic responsibility as the controlling agencies providing a basically essential service to the life of the communities; a social responsibility toward all who look to the schools as centers of growth and development for children, youth, and adults; an economic responsibility since there is a direct relationship between good schools and business prosperity; a moral and ethical responsibility to function courageously and impartially to assure the greatest good to the greatest number at all times. In the strong conviction that the American system of public school education will best meet the needs of the citizenry if all local school boards throughout the United States recognize and meet their full responsibilities, the Association supports the following principles:

a. School boards should function in a non-partisan, broadly representative, team-spirited manner. Every member of a school board should represent open-mindedly the entire school district, and, in consequence, must let his consideration for the entire district take precedence over every form of partisanship and special interest — political, racial, religious, geographic, economic, social, civic, or other.

b. School boards should adopt clearly defined written policies, based on a thorough understanding of the educational process. In formulating the policies they should consult individuals and groups affected by the policies, and, since changing conditions bring changing needs, should periodically review policies. They should recognize that while school boards are policy making bodies, they properly delegate the execution of policy to employed professional administrators.

c. School boards should recognize that public schools belong to all the people, are supported by the people, and are designed to carry out the wishes of the people for the education of children, youth and adults. They should conduct board business in open session and endeavor by every possible means to inform the public concerning the schools.

d. School boards should enlist citizen groups to assist and counsel them, making certain that three principles are followed: (1) citizen groups should be broadly representative, (2) recommendations should be based on research and facts, (3) recommendations should be submitted to school boards which alone have the authority to act upon them.

e. School boards should plan and maintain a flexible program for the future, based on surveys and studies of population trends, possible economic changes, changing community attitudes, developments in education, and all factors which could affect their school systems.

f. School boards should work to maintain and improve the professional status of the teaching profession, and encourage young people of high caliber to enter the teaching profession.

g. School boards should employ professional and non-professional personnel with competence and personal qualifications which command community respect. Appropriate to the importance of their role in the communities, all personnel should be adequately compensated to assure their economic security and their working conditions should permit them to effectively exercise their skills and duties.

h. School boards, concerned with a steady erosion in the effectiveness of state and local governments, should recognize and respond to their opportunities and responsibilities to reverse this trend as it affects public education. These opportunities and responsibilities include: a maximum utilization of all existing powers and resources of local school boards to develop a public education system equal to the demands of this complex age; the support of the enactment of legislation to extend those powers and resources as may be required to meet that objective; the development of a satisfactory method of utilizing the knowledge and experience of professional personnel in the formation of educational policies; and the support of appropriate measures to strengthen state education agencies.

i. School boards should become an integral part of the planning and development of local community programs which affect the welfare of their communities and the environment within which children are reared.

III. THE EDUCATIONAL PROGRAM

The National School Boards Association believes that public schools exist for the purpose of providing the best possible education for children, youth, and adults. It believes that our schools should develop responsible American citizens, self-reliant and independent persons equipped with the knowledge and skills essential to functioning at whatever level of activity individual talents permit, and with characters imbued with the highest moral and spiritual values. The NSBA urges each local school board to exercise its legal responsibilities, prerogatives, and discretion in the fullest measure to design, initiate, and operate educational programs which will adequately serve national needs, state goals, and local expectations in an era of rapid technological and social change. To this end, the National School Boards Association advocates that:

a. Curricular offerings should be broad enough to make

available to each student an educational opportunity which takes into consideration his needs, ability, and cultural and socio-economic background.

b. Adequate student counseling and guidance services should be provided.

c. Local school boards must acept a leadership role in removing the barriers which prevent educationally deprived children, irrespective of their race, ethnic backgrounds, or socio-economic status, from full access to the educational opportunities provided at public expense.

d. Every effort should be made to facilitate, and encourage the completion by all students of at least a high school or other appropriate twelve-year program.

e. Factual materials relating to both sides of controversial issues of local, state, national, and international importance should be presented in classrooms, unless such presentation is forbidden by law. School administrators and teaching personnel should be required to exert their most conscientious efforts to present such facts objectively and impartially and local school boards should establish policies which will protect such efforts against unjust reprisal.

f. Students should be systematically informed, appropriate to their age levels, about the free public school system as one of the important institutions of our society and about the basic principles upon which this institution is founded.

g. All attempts to infringe upon the authority of school boards in the selection and adoption of textbooks and other instructional materials shall be resisted. However, school boards should be encouraged to give members of their staffs opportunities to indicate the needed and desirable instructional materials.

h. Facilities and programs for teaching adults the skills and cultural subjects they desire should be provided by local school boards.

i. Public school facilities should be used as community centers for the integration of the American community and the encouragement of family participation in wholesome character building activities conducive to good citizenship. The Association should urge state associations to initiate legislation whenever necessary to authorize the wider use of public school facilities for community purposes under provisions giving local boards authority to determine, regulate, and maintain such programs.

j. Constant evaluation of the effectiveness of our educational system should be vigorously encouraged at all levels. An assessment program conducted on a national level is one means of studying the state of American education. Any such study should be so administered and interpreted as to recognize the concern of local school boards of the danger inherent in using the results of any single national assessment as the basis for decision on the national level in the allocation of resources for meeting specific educational needs.

IV. RELATIONSHIPS WITH STATE SCHOOL BOARD ASSOCIATIONS

The National School Boards Association is committed to the principles of working with member state and territorial associations to strengthen the effectiveness of local boards through education, collective action, and self help. The Association, therefore, supports the following principles.

a. School board members should be encouraged to attend meetings sponsored by the Association and state and territorial associations. The expense of supporting school board associations and attending meetings should be recognized as a legitimate charge against district funds.

b. The Association recognizes that it is the right and duty of each individual state to express to its representatives in the Congress of the United States its own position with regard to educational issues regardless of any stand which may have been adopted by the Delegate Assembly of the Association.

V. RELATIONSHIPS WITH OTHER GROUPS

Professional Personnel

The National School Boards Association believes that it is a fundamental principle of democracy that policy decisions are made only by those who are directly accountable to the electorate. It is the prime obligation of education to provide the opportunity for each student to achieve his greatest potential. These premises merge and coincide in the public school system, a governmental process and an educational function.

School boards should recognize the great contributions to overall planning that can come from the knowledge and experience of classroom teachers, administrators, and other professional personnel and should give careful consideration to plans, suggestions, and recommendations of these professional people in the area of teaching conditions, needs, and personnel problems.

In determining general policies relating to the operation of the schools, handling of personnel problems, and the general welfare of all professional personnel, each local school board should set up satisfactory procedures for communication with all professional personnel. Such procedures should recognize that the function of the professional practice of teaching requires that individual teachers have and exercise full freedom of association, expression, organization, and designation of representatives of their own choosing for the purpose of conferring with school boards concerning the terms and conditions of their employment.

Strikes, sanctions, boycotts, or other concerted actions which interfere with the orderly functioning of the public school system are improper procedures to be used by public school employees. These conflicts in employee-employer relations can be avoided or minimized if school boards and teacher organizations each respect the legitimate role of the other and recognize that neither has any legal or moral right to engage in acts or practices which jeopardize the right of students to receive an education.

Non-professional Personnel

School boards should establish and use free channels of communication with non-professional as well as with professional personnel so that decisions affecting their interest and welfare may be made only after careful board consideration has been given to their views, recommendations, needs, and grievances.

Other Groups

In order to provide an improved school system, the National School Boards Association and state associations of school boards, while maintaining complete independence, should support other groups working to achieve the same goals. The Association, therefore, advocates that full and active cooperation be maintained with all lay and professional groups which are sincerely working for the advancement of public education.

VI. NATIONAL LEGISLATION

Public education in the United States has been reserved by the Federal Constitution as a state function. The several states have, in turn, delegated the authority for local determination of educational programs to lay

boards of education. By this means of involving citizens' interest in and responsibility for the local schools, the heritage of free public education has been preserved and extended by succeeding generations.

There are nation-wide concerns in education which transcend the boundaries of local school districts and the state. Among these concerns are the needs of national defense, the continued growth of the national economy, the elimination of widespread disparity in educational opportunities for all children, and the intelligent participation in the democratic process by all citizens. As it has in other areas of national concern, the Congress has enacted legislation designed to promote the national interests in education.

NSBA recognizes that this federal involvement in supporting state and local educational programs is now an established practice. In order, therefore, to safeguard the basic principle of local autonomy for public schools, NSBA believes that local, state and federal relationships should be encompassed within the following:

a. The organization of a committee on education composed of representatives of agencies which have an important role in the establishment of public educational policy. The committee would concern itself with nationwide goals in education and would transmit its findings and suggestions to the President and Congress, as well as to the state legislatures and the general public.

b. The U.S. Office of Education serving the functions of (1) a clearing house for national education information; (2) appraising the educational scene and reporting its findings to interested agencies; (3) entering into educational research programs with qualified profit and non-profit organizations and with safeguards against Federal control of curriculum in American Schools; (4) offering consultative services to the states; (5) coordinating international educational activities in which the U.S. Government is interested; and (6) coordinating educational programs of all federal agencies.

c. The support of a continuation of legislation which provides money to local school districts, through state education agencies, in cases where the local tax base is reduced as a result of the U.S. ownership of property and/or student attendance resulting from U.S. Governmental operations, installations or tax-exempt public housing projects.

d. The principle that federal funds appropriated for public educational purposes should:

1. Include as a first priority, substantial federal financial support to locally-controlled public school programs for economically or culturally deprived children wherever they may be educated;
2. Insure equitable methods of distribution to local public school districts uniformly applied throughout the United States;
3. Include funds in the form of general aid;
4. Include funds for public school construction; and
5. Be administered without federal control, through the United States Office of Education and the appropriate state agency in accordance with the state policy.

e. The concept that the Federal Government should adopt a plan of revenue sharing and transfer of funds to the states for distribution to local governments.

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APPENDIX E

SAMPLE BOARD MEETING AGENDA

Meetings of the school boards and councils should follow a definite order. The following sample agenda may be considered as somewhat typical.

Meeting of The Advisory School Board
April 2, 1968

1. Call to order
2. Roll call and establishment of a quorum
3. Approval of minutes of previous meeting
4. Hearing of delegations
   a. PTO to present their report "Better ways to teach language arts in BIA school"
   b. Mrs. T. Romero to request assistance in re-enrolling her daughter in BIA school after enrollment in public school
5. Correspondence
   a. Sutton's Sport Supplies, request to supply jerseys free of charge but with advertising
   b. Mr. G. Montoya, request for explanation of school grading practices.
6. Chief School Officer's report
   a. Progress in un-grading classrooms
   b. Enrollment report
   c. Music program
7. Unfinished business
   a. Adoption of a resolution requesting more Indian history be taught as part of the social studies curriculum
8. New business
   a. Recommendations for teacher aide appointments
   b. Committee report on the need for additional classroom facilities
9. Adjournment

APPENDIX F

SAMPLE BOARD MEETING MINUTES

Minutes of a school board are official legal documents. Minutes must show when and where the meeting was held, who was present, what was considered, exactly what action was taken, and how each board member voted on each action.

After minutes are officially approved, an official copy should be signed by the recorder and carefully preserved. An index should be prepared for minutes of each fiscal year. The inclusion of marginal references with the minutes are useful.

The following may be considered a representative sample of board minutes.

MEETING OF THE BOARD OF EDUCATION
April 2, 1968

The Advisory School Board of the South Pueblo Community met in regular session, April 2, 1968, in the school principal's office.

Call to Order

The meeting was called to order at 8:00 p.m. by the board president, Mr. D. O. Atencio. Roll call indicated the following:

Roll Call

Members present:
- Mr. D. O. Atencio
- Mrs. Rose Lujan
- Mr. Ronald Rena

School officers present:
- Principal Thomas Johnson

Visitors present:
- Mr. Adam Padilla
- Mrs. T. Romero
- Mrs. Christine Trujillo
- Mrs. Priscilla Coriz
- Mr. Donald Zuni

Quorum Present

The president declared that a quorum was present and ordered that business proceed.

Minutes of Previous Meeting Approved

Minutes of the meeting of March 5 were unanimously approved on motion of Mrs. Lujan, seconded by Mr. Rena.

Delegations

The president called for the hearing of delegations.

PTO Committee

Mr. Adam Padilla and Mrs. Priscilla Coriz presented findings of a special PTO Committee appointed to study new ways of teaching language arts in the local school. Their committee recommended that more drill materials be obtained in the form of programmed language materials. Mr. Thompson suggested that there may be some trouble finding programmed material of this sort, suitable for children attending the local school. On motion by Mr. Rena, seconded by Mr. Atencio, unanimously approved, the PTO committee was asked to prepare a report on available, programmed, language arts materials.

Request for Re-enrolment

Mrs. T. Romero asked the board to assist her in re-enrolling her daughter in the local school. Mr. Atencio read from the written policy which indicated Mrs. Romero must leave her child in public school as she could not re-enroll her daughter locally until the beginning of the next school year.

Correspondence

Sutton's Sport Supplies

A letter from Sutton's Sport Supplies was read which requested that the company be permitted to furnish athletic jerseys for the school baseball team. The jerseys would have a small amount of advertising on them. Mr. Johnson mentioned that the school needed the jerseys badly but that he thought the advertising might be inappropriate. Mrs. Coriz commented that she would like very much to see the team, on which her boy played, have the new jerseys. Mrs. Lujan moved that because of the question of appropriateness, the clerk of the board send a letter to Sutton's thanking them but declining to accept the offer. The motion was seconded by Mr. Rena and the vote was unanimous.

Mr. G. Montoya

A letter from Mr. G. Montoya was read which requested a thorough explanation of the new grading practices. Mr. Johnson offered to give this explanation to Mr. Montoya by way of a letter and an invitation to a personal conference. This was agreed upon.

Principal's Report

Non-graded Instruction

Mr. Johnson reported that satisfactory progress was being made in the incorporation of non-graded instruction in the school. He reported that teachers are supporting the program and that parents are favorable to it. Mr. Johnson will submit a report

to the board of possible improvement of pupil achievement scores after the spring test results are received.

Another report by Mr. Johnson indicated enrollment is up 10 per cent from last spring. **Enrollment**

The 89-10 music program was reported to be progressing well. Mr. Johnson said it seems the music program even enhances the language arts instruction. Mr. Johnson sees the need for more instruments to expand the scope of that segment of the project. **Music Program**

A resolution was drafted, stating that the board recommended that more Indian history be taught as part of the social studies curriculum. Mr. Rena asked that the resolution specify that the board does not seek an emphasis on Indian history but that there should be a reasonable balance of histories. Mrs. Lujan moved and Mr. Atencio seconded that the resolution be adopted. The motion was unanimously approved. **Resolution More Indian History**

Mr. Atencio placed the names of Miss Wanda Gonzales, and Mrs. Esther Cordia in nomination as teacher aides. Qualifications were discussed and it was moved by Mrs. Lujan, seconded by Mr. Atencio, and supported by Mr. Johnson that employment of the candidates be requested. The motion carried upon the affirmative votes of Mr. Atencio and Mrs. Lujan; Mr. Rena opposed the motion. **Teacher Aide** **Wanda Gonzales** **Esther Cordia**

Mr. Rena reported on a study made of classroom needs by him and two other citizens. The conclusion of the study stated that enrollment is increasing and that within 2 years existing classroom facilities would be inadequate. This conclusion was supported by Mr. Johnson. Mr. Rena moved that the board request two additional classrooms to be completed 2 years hence. This motion was seconded by Mr. Atencio and it was carried unanimously. **Additional Classrooms Requested**

With no further business to come before the board, the president declared the meeting adjourned. **Adjournment**

Respectfully submitted:
Mrs. Rose Lujan, Clerk

APPENDIX G

REFERENCES ON LOCAL BOARDS OF EDUCATION
prepared by
National Education Association of the United States
1201 Sixteenth Street, N. W., Washington, D. C. 20036

Books and Pamphlets

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